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Programme planning

Proposed strategic framework for the period 2010-2011

Part two: biennial programme plan

Programme 20
International protection, durable solutions and assistance to refugees

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Overall orientation

20.1 The overall objective of the programme is to provide international protection to refugees and others of concern to the United Nations High Commissioner for Refugees and to seek permanent solutions to their problems, as well as to ensure the provision of humanitarian assistance to them. Assistance plays a key role in facilitating international protection and the search for and realization of solutions. It is rooted in and grows out of the protective nature of the work of the Office of the United Nations High Commissioner for Refugees (UNHCR). In its operational activities, UNHCR seeks to integrate protection, the search for durable solutions and humanitarian assistance. The pursuit of durable solutions to the problems of refugees is the heart of protection and the principal purpose of the programme. The framework for the provision of international protection was further spelled out in the Agenda for Protection endorsed by the Executive Committee of the Programme of the United Nations High Commissioner for Refugees and welcomed by the General Assembly in 2002 (see A/57/12/Add.1, annex IV).

20.2 The mandate for the programme is contained in General Assembly resolution 319 A (IV), by which the Assembly established UNHCR as from 1 January 1951, and resolution 428 (V), which sets out the statute of the Office. The Assembly has also called upon the High Commissioner to ensure that returnees receive assistance to help in their sustainable reintegration, as well as to monitor their safety and well-being on return (see resolution 40/118). UNHCR has also been mandated to address the situation of stateless persons in accordance with the Convention relating to the Status of Stateless Persons (1954) and the Convention on the Reduction of Statelessness (1961). In addition, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the State concerned, UNHCR provides humanitarian assistance and protection to internally displaced persons (see resolution 48/116), working in cooperation with the United Nations Emergency Relief Coordinator (see resolution 58/153). In its work for internally displaced persons and as part of the collaborative response of the United Nations system to internal displacement, UNHCR has been given special responsibility for the following three areas: protection, emergency shelter and camp management/coordination. As regards the assistance activities of UNHCR, the basic provisions of its statute were built upon by the Assembly in its resolution 832 (IX). Through the adoption by the Assembly of its resolution 58/153 on implementing actions proposed by the United Nations High Commissioner for Refugees to strengthen the capacity of his Office to carry out its mandate, the Office was given a renewed mandate to address the challenge of forced displacement through a mission based on a spirit of solidarity, responsibility and burden-sharing, with an abiding commitment to make the Office a truly multilateral institution.

20.3 The international legal basis for the protection of refugees finds its principal expression in the 1951 Convention and the 1967 Protocol relating to the Status of Refugees. In addition, there are a number of other international instruments of relevance, such as the 1989 Convention on the Rights of the Child. At the regional level, there are also important instruments and declarations, such as the Convention Governing the Specific Aspects of Refugee Problems in Africa of the Organization of African Unity (now the African Union), the Cartagena Declaration on Refugees, adopted by the Colloquium on the International Protection of Refugees in Central America, Mexico and Panama, and the San José Declaration on Refugees and

Displaced Persons. Similarly, for stateless persons, the international legal basis for addressing their situation is the 1954 and 1961 Conventions.

20.4 UNHCR is responsible for the implementation of the programme. The overall strategy that will be followed consists of a range of activities undertaken in cooperation with States and various organizations and pursued with a continued strong emphasis on improving efficiency, transparency and accountability through the Office's ongoing structural and management change process and through the institutionalization of results-based management. Notable among the activities are the following:

(a) The pursuit of comprehensive strategies, in cooperation with States and organizations, aimed at mitigating and preventing the causes of forced population movements as well as finding solutions to them when they occur;

(b) The ongoing development of a legal regime of international protection, including through the promotion of accessions to international and regional instruments relating to the status of refugees or otherwise benefiting refugees, the effective implementation of refugee rights and the promotion and dissemination of refugee law and protection principles;

(c) Enhancing and reinforcing host country capacities to provide asylum and protection;

(d) Ensuring that UNHCR fully participates in and supports the strengthened collaborative response of the United Nations to situations of internal displacement through its leadership and coordination of areas for which the Office has been given special responsibility: protection, emergency shelter and camp management/ coordination;

(e) The further development of contingency planning, emergency preparedness and response capabilities, in coordination with other organizations, so as to respond effectively and efficiently to situations of forced human displacement;

(f) Ensuring that UNHCR and its partners incorporate into all aspects of the delivery of humanitarian assistance the particular needs and capacities, ascertained through participatory assessments, of refugee women and elderly refugees and the special needs of refugee children and adolescents, and ensuring also that UNHCR and its partners provide protection and humanitarian assistance in a manner that is sensitive to environmental considerations and in such a way that it is supportive of and reinforces development initiatives to the extent possible;

(g) The further development, in consultation with concerned parties, of options to ensure the security and the civilian and humanitarian character of refugee camps and settlements as well as security in areas of return and to explore further concrete ways of enhancing the safety and security of UNHCR staff and other humanitarian workers working with refugees and returnees; in this regard, due consideration should be given to the obligation of United Nations officials, in the conduct of their duties, to observe fully both the laws and regulations of Member States and their duties and responsibilities to the Organization;

(h) The systematic follow-up to relevant recommendations in the plans of action emanating from recent international conferences, especially the plan of action related to the Millennium Development Goals and the involvement, as soon as possible, of other humanitarian and development organizations, both national and

international, in providing assistance to refugees, returnees, internally displaced persons and host communities and in the search for durable solutions.

20.5 The programme is under the intergovernmental guidance of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees, in accordance with its terms of reference, as adopted by the General Assembly in its resolution 1166 (XII). Pursuant to the request of the Assembly in that resolution, the Economic and Social Council, in its resolution 672 (XXV), established the Executive Committee of the High Commissioner's Programme, which came into existence on 1 January 1959. Reaffirming the terms of reference laid down by the General Assembly, the Council decided that the Executive Committee, being entrusted with the terms of reference set forth in General Assembly resolution 1166 (XII), should: (a) determine the general policies under which the High Commissioner should plan, develop and administer the programmes and projects required to help solve the problems referred to in resolution 1166 (XII); (b) review at least annually the use of funds made available to the High Commissioner and the programmes and projects being proposed or carried out by his Office; and (c) have authority to make changes in and give final approval for the use of funds and the programmes and projects referred to in subparagraphs (a) and (b) above. In subsequent resolutions, the General Assembly, the Economic and Social Council and the Executive Committee of the Programme of the High Commissioner have called upon the Office, in the context of its basic mandate, to assist other groups of persons regarded as falling under the competence of the High Commissioner. Although established by the Economic and Social Council, which elects its members, the Executive Committee functions as a subsidiary organ of the General Assembly and it represents the key governing body of UNHCR. It advises the High Commissioner in the exercise of his or her functions and approves the use of extrabudgetary funds made available to the High Commissioner. The annual cycle of meetings of the Executive Committee consists of one annual plenary session and a number of intersessional meetings of the Standing Committee. Reports on the sessions of the Executive Committee are submitted to the General Assembly as an addendum to the report of the High Commissioner. Pursuant to General Assembly resolution 62/123 on the enlargement of the Executive Committee, the membership of the Committee was increased from 72 to 76 States.

20.6 The High Commissioner, who is elected by the General Assembly on the nomination of the Secretary-General, provides the overall direction, supervision and management of the activities under this programme. The functions of the High Commissioner are set out in the annex to the statute of UNHCR. The High Commissioner is assisted by a Deputy High Commissioner and Assistant High Commissioners for Protection and for Assistance.

Objective of the Organization: to lead and coordinate efforts for the international protection of refugees and other persons of concern to the United Nations High Commissioner for Refugees and to achieve permanent solutions to their problems, while at the same time ensuring the provision of humanitarian assistance throughout the refugee cycle from the outset of an emergency until such time as the beneficiaries have been successfully reintegrated into their communities of origin

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Progress towards achieving durable solutions for refugees and other persons of concern, particularly through enhanced international cooperation	(a) (i) Strengthened host country capacity, upon request, to provide quality asylum and increased adherence to international protection standards
	(ii) More efficient processing of refugee status determination
	(iii) Strengthening the protection of refugees within broader migration movements
(b) International standards of protection are more fully met for all persons of concern to UNHCR, taking into account age, gender and personal background, and, in particular, implementation of and compliance with the Executive Committee's conclusions on women and girls at risk and on children at risk	(b) (i) Improved knowledge of international protection standards through participation in the protection learning programme
	(ii) Improved levels of registration of persons of concern
	(iii) Increased percentage of survivors of sexual and gender-based violence who have received psychosocial, medical, legal or any other form of support
	(iv) Decreased number of refugee camps reporting children (6-59 months old) suffering from global acute malnutrition
	(v) Increased percentage of refugees in camps having access to culturally appropriate HIV/AIDS information/ education/communication materials
	(vi) Increased number of primary health-care facilities per 10,000 refugees established by UNHCR, as well as other quantifiable improvements brought about with the assistance of UNHCR to meet the basic needs of refugees and others of concern to UNHCR

(c) Progress towards achieving durable solutions to the many instances of forced displacement	(c) (i) Increased number of actors involved in activities aimed at promoting the self-reliance of returnees, supporting local integration in the spirit and context of the Executive Committee's conclusion on local integration and providing support to host countries and countries of origin in order to promote durable solutions (ii) Increased number of refugees and other persons of concern who return from situations of forced displacement in the framework of programmes of voluntary repatriation to the countries of origin (iii) Increased number of persons resettled to third countries
(d) Strengthened partnerships with other actors to better enable UNHCR to discharge its mandate to assist refugees and others of concern to UNHCR in a spirit of burden-sharing and international solidarity	(d) (i) Increased level of voluntary contributions provided by the international community, including private, corporate and institutional donors (ii) Number of emergency preparedness arrangements and contingency plans elaborated in response to potential refugee emergencies (iii) Increased number of coordinated initiatives of relevant United Nations agencies aimed at addressing needs of refugees or returnees and the surrounding communities (iv) Number of government agencies involved in the support of countries hosting or reintegrating refugees in accordance with the UNHCR strategy of repatriation, reintegration, rehabilitation and reconstruction
(e) Progress in helping host countries in the provision of assistance to refugees and others of concern to UNHCR and in strengthening their local capacity to cope with related issues	(e) Number of countries assisted by UNHCR to provide assistance to refugees and others of concern to UNHCR and to strengthen their capacity to cope with related issues

Strategy

20.7 The implementation of the programme falls under the overall responsibility of the Division of International Protection Services and the Division of Operational Services. The overall objective related to protection and durable solutions is multifaceted and will be pursued in a number of ways. Further accessions to the

1951 Convention and the 1967 Protocol relating to the Status of Refugees as well as to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness will be promoted. The monitoring of the observance by States of internationally accepted standards for the treatment of refugees, especially the fundamental principles of asylum and non-refoulement, will contribute to ensuring the effective implementation of refugee rights by the States concerned. This will involve working especially for the establishment by States of fair and efficient procedures for the determination of refugee status or, as appropriate, other mechanisms to ensure that persons in need of international protection are identified and granted such protection and to ensure that all persons seeking international protection are granted access to those procedures and mechanisms.

20.8 The Office will furthermore continue to encourage States to address the phenomenon of mixed migration in a more comprehensive and coherent manner. The frame of reference for UNHCR activities in this regard is its 10-point plan of action for refugee protection and mixed migration which provides a framework of protection tools that could be built into broad migration strategies that take into account international protection needs while creating solutions tailored to the various categories of people in mixed migration movements. Similarly, with much international migration taking place by sea, UNHCR will continue to be involved in issues related to the disembarkation of mixed-migration groups and the search for solutions for those rescued at sea or found as stowaways and who are in need of international protection.

20.9 The Office will also, through the strengthening protection capacity project, continue to help States and communities build the capacity to protect refugees and others of concern and to find solutions for them. To ensure a more effective response to the protection needs of refugee women, children and adolescents, a more concerted effort will be made to mainstream policies and guidelines relating to those groups of refugees through the work of specially trained interdisciplinary UNHCR country teams. In addition, partnerships will be established with a broad range of actors, for example, under such initiatives as Women Leading for Livelihoods, in which economic empowerment is pursued for refugee and internally displaced women and girls with the support of prominent and professional women from around the world.

20.10 The promotion and dissemination of refugee law and protection principles, particularly through training, in cooperation with non-governmental organizations, academic institutions and other relevant organizations of governmental and non-governmental officials, will be another means of achieving the stated objective. In addition, when, on the basis of a specific request of the Secretary-General or a competent principal organ of the United Nations and with the consent of the State concerned, UNHCR provides protection to internally displaced persons, it will do so on the basis of criteria enumerated in the relevant resolutions of the General Assembly and in close collaboration with other concerned entities and agencies. To revitalize old partnerships and build new ones in support of the international refugee protection system, efforts to promote collaboration on refugee protection with a wide range of actors, including the Office of the United Nations High Commissioner for Human Rights, will be continued. In order to find permanent solutions to the problems of refugees, especially those in protracted refugee situations, and

internally displaced persons, efforts will be made to promote the development of more comprehensive and regional approaches.

20.11 The aspects of the programme dealing with humanitarian assistance, including emergency response, are under the responsibility of the Department of Operations. UNHCR will engage in a number of strategies. The Office is concerned that assistance, whenever possible, should be delivered in such a way that it involves the recipients and taps their potential. This participatory approach will be part of a broader situation analysis, which will also include improved demographic data deriving from enhanced registration tools and the use of standards and indicators for UNHCR assistance sectors. This approach should lead to a significant improvement in the quality of UNHCR assistance programmes, especially for refugee women and children and elderly refugees.

Legislative mandates

Conventions and conference declarations

Convention relating to the Status of Refugees (1951) and its Protocol (1967)

Convention relating to the Status of Stateless Persons (1954)

Convention on the Reduction of Statelessness (1961)

Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa (1969)

Cartagena Declaration on Refugees (1984)

Convention on the Rights of the Child (General Assembly resolution 44/25) (1989)

San José Declaration on Refugees and Displaced Persons (1994)

General Assembly resolutions

58/153	Implementing actions proposed by the United Nations High Commissioner for Refugees to strengthen the capacity of his Office to carry out its mandate
62/124	Office of the United Nations High Commissioner for Refugees

Executive Committee

A/AC.96/965/Add.1	Agenda for Protection
	Conclusions on the international protection of refugees

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Programme 21
Palestine refugees

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Overall orientation

21.1 The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was established as a separate entity within the United Nations system and as a subsidiary organ of the General Assembly by resolution 302 (IV), from which UNRWA derives its mandate to provide continued assistance to the Palestine refugees. Since starting operations in 1950, UNRWA has adapted and enhanced its programmes to meet the increasingly complex needs of refugees and to provide them with a measure of stability amid chronic conflict in the region, within available resources. It stands ready to continue to do so during the biennium 2010-2011 in accordance with the triennial mandate it receives from the Assembly.

21.2 UNRWA reports directly to the General Assembly. Overall review of UNRWA programmes and activities is undertaken by the 23-member Advisory Commission, which includes representatives of the Agency's major donors and host Governments. In its resolution 3331 B (XXIX), the Assembly decided that, with effect from 1 January 1975, the expenses relating to the emoluments of international staff in the service of UNRWA, which would otherwise have been charged to voluntary contributions, should be financed by the regular budget of the United Nations for the duration of the Agency's mandate.

21.3 The strategic objectives of UNRWA for the biennium 2010-2011 are to promote the best possible levels of human development of the refugees consistent with internationally agreed goals and the standards in the region where they reside.

21.4 UNRWA aims to achieve its objectives by maintaining and improving the provision of education and health services, relief and social support, and microfinance loans to registered Palestine refugees in Jordan, Lebanon, the Syrian Arab Republic, the West Bank and the Gaza Strip, a population that is projected to reach 4.8 million by 2010.

21.5 Since 2000, the Agency has provided emergency assistance to refugees in acute distress as a result of international and internal conflict, humanitarian access restrictions and prolonged economic hardship in the occupied Palestinian territory and Lebanon. This emergency assistance programme reaches more than 1.4 million refugees annually. UNRWA will continue to provide such services as necessary, as well as, on an exceptional basis, as mandated in General Assembly resolution 2252 (ES-V), services to non-refugees in serious need of immediate assistance.

21.6 During the biennium 2010-2011, UNRWA seeks to make further progress in strengthening its management and service delivery through its organizational development programme, through which the Agency is enhancing its capacity to plan, implement and evaluate its services to the refugees, expand outreach to non-traditional donors and to further enhance accountability to its stakeholders. UNRWA will also continue its efforts to mainstream gender and meet the needs of refugee children and those with disabilities, and to develop further the Agency's protection responses, thereby bringing UNRWA closer to fulfilling its obligations vis-à-vis the directives of the General Assembly and the Secretary-General, international human rights law, the Beijing Platform for Action, the Convention on the Rights of the Child, and the Convention on the Rights of Persons with Disabilities.

21.7 The Agency, which is almost entirely dependent on voluntary funding to implement its programmes, has contended not only with chronic funding shortfalls, but also with more sudden, politically induced funding uncertainties. It will continue to seek the additional resources it needs to improve the quality of services it provides to the refugees, while maintaining cost-conscious management and the operational flexibility required to respond to unforeseen disruptions to lives and livelihoods in Palestine refugee communities.

Subprogramme 1
Education

Objective of the Organization: To meet the basic educational and training needs of Palestine refugees, in particular children and youth, and to improve their educational and employment opportunities.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Improved quality of education provided to the Palestine refugee population at all levels and increased coverage	(a) (i) Reduction in the drop-out rate for pupils in the elementary education cycle (ii) Reduction in the drop-out rate for pupils in the preparatory education cycle (iii) Reduction in the repetition rate for pupils in the elementary education cycle (iv) Reduction in the repetition rate for pupils in the preparatory education cycle (v) Increase in the pass rate of comprehensive State examinations of semi-professional vocational training in Jordan, the West Bank and Gaza
(b) Adapted and improved course content and curricula in both the general and technical education programmes to match developments in host countries	(b) Percentage of the curricula adapted or improved relative to the total number of modifications required
(c) Adapted and improved course content and curricula in vocational training institutions to meet changing market conditions	(c) Percentage of the curricula adapted or improved relative to the total number of modifications required

Strategy

21.8 The strategy in attaining the objective includes:

(a) Supporting schools to ensure that each eligible Palestinian child has a place in school, where he or she receives quality education, and improving the services provided in vocational and technical training centres for better job opportunities;

(b) Maintaining an environment conducive to learning and meeting the needs arising from the natural growth in the refugee population through upgrading and construction of facilities and enhancing the skills and competencies of the Agency's teaching and training staff;

(c) Fostering work relationships with ministries of education in order to have ample time to respond to changes;

(d) Ensuring that equipment, tools and teaching aids are updated;

(e) Ensuring the maintenance of full gender parity in UNRWA schools and enhancing gender mainstreaming in UNRWA vocational training centres;

(f) Providing educational services to Palestine refugees in accordance with the needs of the refugees, their identity and cultural heritage and consistent with the standards of the United Nations Educational, Scientific and Cultural Organization.

Subprogramme 2
Health

Objective of the Organization: To meet the basic health needs of Palestine refugees and to improve the overall state of health of their community.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduced infant and maternal mortality from preventable causes related to pregnancy and childbirth, with special emphasis on reduction of neonatal mortality	(a) (i) Increased percentage of infants delivered by trained personnel (ii) Increased percentage of pregnant women registered with health-care services
(b) Reduced morbidity, disability and mortality from communicable and non-communicable diseases	(b) (i) Maintenance of above 95 per cent immunization coverage rate against vaccine-preventable diseases (ii) Increased percentage of newly detected cases managed for non-communicable diseases
(c) Improved environmental sustainability in refugee camps and improvement of safe indoor water facilities	(c) (i) Increased percentage of camp refugee shelters connected to underground sewerage systems (ii) Increased percentage of camp refugee shelters provided with safe indoor water facilities, including potable water

Strategy

21.9 The strategy in attaining the objective includes:

(a) Improving the quality and efficiency of the current services to achieve international standards;

(b) Focusing on the integration of the various elements of care within a primary health-care approach, with special emphasis on the reduction of risk factors and the management of high-risk groups;

(c) Expanding special programmes for the control of non-communicable diseases and the prevention and control of iron deficiency anaemia in order to improve the impact of these programmes on the health status of the target group;

(d) Addressing the underlying social and economic determinants of health through policies that protect the vulnerable and ensure that they have priority access to health care, and integrating a pro-poor, gender-responsive and human rights-based approach;

(e) Reducing the health consequences of emergencies, disasters, crises and conflicts, and minimizing their social and economic impact;

(f) Continuing investment in the training and development of health staff;

(g) Strengthening partnerships with stakeholders to help mobilize additional resources, increase efficiency and cost-effectiveness and avoid overlap.

Subprogramme 3
Relief and social services

Objective of the Organization: To provide the most disadvantaged Palestine refugees with humanitarian assistance, and promote self-reliance of less-advantaged members of the refugee community, especially women, the elderly, children, youth and persons with disabilities.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Improved social safety net provision for the lowest income refugee families	(a) (i) Increased percentage of shelters rehabilitated in relation to cumulative identified housing needs for special hardship cases
	(ii) Decreased percentage of assisted special hardship families who are living below the poverty line
	(iii) Decreased percentage of special hardship families receiving selective cash assistance compared with the total number of special hardship families

(b) Enhanced well-being of disadvantaged Palestine refugees	(b) (i) Increased number of individuals benefiting from loan products through the microcredit community support programme (ii) Increased number of persons with disabilities receiving direct rehabilitation from community-based rehabilitation centres (iii) Increased number of women benefiting from awareness-raising, skills training, and legal/social counselling

Strategy

21.10 The strategy in attaining the objective includes:

(a) Adopting an approach to alleviate poverty among the most vulnerable Palestine refugees;

(b) Strengthening the academic and technical abilities of relief and social services staff members, especially social workers and their immediate supervisors, to better identify the needs and responses of refugee families;

(c) Providing short-term humanitarian assistance in times of crisis to relieve the suffering of the worst affected individuals, families and communities;

(d) Ensuring that all registered refugee data are recorded in a web-based and up-to-date electronic database, which will also serve as the hub of an effective management information system for the Agency;

(e) Promoting and facilitating community-based action through community-based organizations that create social, cultural, economic or educational opportunities and provide services for women, the elderly, children, youth and persons with disabilities and their families;

(f) Promoting the institutional capacity of community-based organizations through technical and financial support;

(g) Promoting a community-based rehabilitation strategy for the creation, rehabilitation or equalization of opportunities and the social inclusion of all persons with disabilities;

(h) Mainstreaming a gender perspective as an integral part of all relief and social services plans, policies and programmes in order to achieve gender equality.

Subprogramme 4
Microfinance and microenterprise

Objective of the Organization: To improve the quality of life of small and microentrepreneurs, create and sustain jobs, decrease unemployment and provide income-generating opportunities for needy men and women through the provision of credit.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Increased business and income-generating opportunities	(a) (i) Increased value of loans disbursed
	(ii) Increased number of loans disbursed
(b) Improved development of the capacity of women microentrepreneurs	(b) (i) Increased number of loans provided to women-owned enterprises
	(ii) Increased value of outstanding balance on women's loans

Strategy

21.11 The strategy for attaining the objective includes the development of a range of self-sustaining credit products that are sufficiently comprehensive to meet the normal range of financial needs of microenterprise owners and Palestine refugee householders. The outreach of these products to the business and residential community will be provided through an expanding network of branch offices in each region to ensure that areas with significant Palestine refugee populations have access to the programme's loan products. Each branch office will be developed on the basis of institutional cost recovery and where the market is able to support self-sufficient credit operations.

Legislative mandates

General Assembly resolutions

302 (IV)	Assistance to Palestine refugees
3331 (XXIX)	United Nations Relief and Works Agency for Palestine Refugees in the Near East
61/112	Assistance to Palestine refugees
61/113	Persons displaced as a result of the June 1967 and subsequent hostilities
61/114	Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East